4.14 INDIRECT AND SECONDARY EFFECTS

The CEQ Regulations for Implementing NEPA (Section 1508.8) define indirect effects as impacts that are caused by an action that is later in time or farther removed in distance, but is a reasonably foreseeable result of the proposed Kenosha project. The analysis of indirect effects to the affected environment is focused on the "core area" where reasonably foreseeable and locatable indirect growth effects are most likely. The core area is defined as the immediate area within a 20-minute drive of the Dairyland Greyhound Park site, including the cities of Kenosha and Racine, Wisconsin, and Antioch, Illinois. Within this section, two categories of indirect effects are identified, effects from project implementation, and effects from off-site traffic mitigation. The effects of traffic improvement mitigation are treated within this document as indirect effects because of the distance between the various improvement sites and the Kenosha project site.

4.14.1 INDIRECT EFFECTS FROM PROJECT IMPLEMENTATION

ALTERNATIVE A – PROPOSED CASINO AND HOTEL

Potential indirect effects from implementation of Alternative A include impacts to socioeconomic conditions, biological resources, water resources and resource use patterns. These effects are discussed below. No other indirect effects (other than transportation discussed in Section **4.14.2**) have been identified.

Socioeconomic Conditions

As noted in Sections **4.12** and **4.7,** the proposed casino complex is expected to result in both temporary and permanent employment. This increased employment may be expected to result in increased demand for goods and services concentrated in the "core area". The employees would consist of a small portion of expected population growth in the Kenosha area and the "core area" is substantial in both geographic size and population with many businesses providing goods and services. Accordingly, the anticipated indirect effects are expected to be insignificant and no mitigation is required.

The proposed casino would be located less than 35 miles from Milwaukee. While Milwaukee is outside the Core Area, the existing Potawatomi Bingo casino is within an area from which the proposed Kenosha casino may draw customers. Possible indirect effects of the casino operations in Kenosha might include a slight decline in the revenue of the Potawatomi facility. The effects of the Kenosha Casino on the Potawatomi Casino and on Milwaukee businesses would be negligible. No mitigation is required.

Biological Resources

Potential adverse indirect effects to wildlife and habitats associated with implementation of Alternative A include impacts resulting from the future increase of noise, vehicular traffic, and other human activity in the project vicinity, a decrease in the amount of available wildlife habitat, adverse impacts to wildlife as a result of lighting. These impacts are considered less than significant since there is adequate remaining wildlife habitat in the "core area". No mitigation is required.

Future traffic improvement plans are planned by WisDOT at the I-94 - State Highway 158 interchange. A culvert under State Highway 158 at the Kilbourn Road Ditch will need to be extended at part of interchange improvement project, impacting jurisdictional Waters of the U.S. Although the interchange improvement project is planned regardless of the casino project, the interchange configuration, specifically the Kilbourn Road Ditch culvert, may need to be adjusted to accommodate the proposed casino. This would be an indirect effect to a Water of U.S. that would occur as a result of the project.

Resource Use Patterns

The project would not cause significant growth in the area as the result of the increase in jobs and commerce associated with Alternative A (see **Section 4.12**). Therefore, there would be no significant impacts to transportation, land use, or agriculture.

ALTERNATIVE B – REDUCED INTENSITY ALTERNATIVE

Potential indirect effects from implementation of Alternative B include impacts to socioeconomic conditions, biological resources, and resource use patterns. These effects are discussed below. No other indirect effects (other than transportation discussed in Section **4.14.2**) have been identified.

Socioeconomic Conditions

As noted in Sections **4.12** and **4.7**, the proposed casino complex is expected to result in both temporary and permanent employment. This increased employment may be expected to result in increased demand for goods and services concentrated in the "core area". The employees would consist of a small portion of expected population growth in the Kenosha area and the "core area" is substantial in both geographic size and population with many business providing goods and services. Accordingly, the anticipated indirect effects are expected to be insignificant and no mitigation is required.

Alternative B would be located about 35 miles from Milwaukee, and would not draw a significant amount of business from the existing Potawatomi casino, due to the distance involved and the fact that the Alternative B amenities would be less attractive to potential patrons than the amenities

offered at the Potawatomi casino. The effects on Milwaukee businesses would be less than significant and therefore no mitigation is necessary.

Biological Resources

Due to its modest size, Alternative B would not trigger significant off-site development or activity of any kind, or any of the resultant indirect impacts. No significant impacts would occur, and therefore no mitigation is necessary.

Resource Use Patterns

Alternative B is relatively minor in scope and resultant significant indirect impacts to traffic, land use compatibility, and agriculture would not occur, since the Alternative B operation would be similar to the DGP operation that was originally planned for by the City of Kenosha. No mitigation is needed.

ALTERNATIVE C – KESHENA SITE ALTERNATIVE

Potential indirect effects from implementation of Alternative C include impacts to socioeconomic conditions, resource use and biological resources and water resources. These effects are discussed below. No other potential indirect effects have been identified.

Socioeconomic Conditions

The proposed expansion would result in new temporary and permanent employment. Since the proposed employment opportunities could be filled by a portion of the locally available labor pool, it is expected that increased demand for goods and services can be easily accommodated by local businesses while housing demand can be met by existing housing stock.

Biological Resources

Potential adverse indirect effects to wildlife, habitats and nesting migratory birds associated with implementation of Alternative C include impacts resulting from the future increase of noise, vehicular traffic, and other human activity in the project vicinity, and adverse impacts to wildlife as a result of lighting. These impacts are considered less than significant due to the minor nature of the proposal, and since there is abundant remaining wildlife habitat in the immediate vicinity.

There are no waters of the U.S at the Keshena site. Therefore, no indirect impacts would occur and no mitigation is required.

The Keshena site is within Critical Habitat for the Karner Blue Butterfly. In addition, the gray wolf and bald eagle are known to occur in the region. Indirect impacts could result from the general increase in human activity within Menominee County and the region as a whole. This is potentially a significant impact. Mitigation measures are identified in **Section 5.0**.

Resource Use Patterns

The project would not cause significant growth in Menominee County as the result of the increase of jobs and commerce associated with the casino. No indirect traffic, land use, or agriculture impacts would occur.

ALTERNATIVE D – HOTEL-CONFERENCE CENTER AND RECREATIONAL DEVELOPMENT

Potential indirect effects from implementation of Alternative D include impacts to socioeconomic conditions, biological resources, resource use and water resources. These effects are discussed below. No other indirect effects (other than transportation discussed in Section **4.14.2**) have been identified.

Socioeconomic Conditions

As noted in Sections **4.12** and **4.7**, the proposed development of a hotel/conference center and recreational facilities would result in both temporary and permanent employment. This is expected to result in increased demand for goods and services concentrated in the "core area". The employees would consist of a small portion of the expected population growth in the Kenosha area and the "core area" is quite large with many businesses providing goods and services. Accordingly, the anticipated indirect effects are expected to be insignificant and no mitigation is necessary. There would be no adverse indirect effects on the Potawatomi casino and on Milwaukee businesses since the Kenosha facility would not have a casino under this alternative.

Biological Resources

Potential adverse indirect effects to wildlife and habitats associated with implementation of Alternative D include impacts resulting from the future increase of noise, vehicular traffic, and other human activity in the project vicinity, and a decrease in the amount of available wildlife habitat and adverse impacts to wildlife as a result of lighting. These impacts are considered less than significant since there is adequate remaining wildlife habitat in the vicinity. There are no potential adverse indirect effects to "waters of the U.S." associated with implementation of Alternative D. No mitigation is required.

Resource Use Patterns

The project would not cause significant growth in Kenosha County as the result of the increase of jobs and commerce associated with the casino (see **Section 4.12**). Therefore, there would be no significant impacts to transportation, land use, or agriculture.

ALTERNATIVE E – NO ACTION

Land uses would occur consistent with existing conditions and plans bt local jurisdictions under the No Action Alternative. No indirect effects would occur as a result of the proposed action.

4.14.2 INDIRECT EFFECTS FROM OFF-SITE TRAFFIC MITIGATION

This section analyzes the effects resulting from the construction of traffic improvements that are recommended as mitigation.

ALTERNATIVE A – PROPOSED CASINO AND HOTEL

Several intersections may be upgraded to accommodate traffic generated by Alternative A. Recommended improvements are summarized in **Table 4.14-1**. Construction of these improvements could generate indirect impacts in several areas, which are discussed below.

TABLE 4.14-1
INTERSECTION IMPROVEMENTS – ALTERNATIVE A

Improvements	2007	2017
52nd Street/Western Frontage Road		
The northbound direction should operate under stop control.	X	
The east-west movements on 52nd Street should operate freely.	X	
The frontage road should provide a combination through/right-turn lane in the northbound direction.		X
The frontage road should provide a combination through/left-turn lane in the southbound direction.		X
52nd Street should provide a combination left-turn/right-turn lane in the westbound direction.		X
52nd Street/Access Drive		
The eastbound direction should be reconfigured to provide two through lanes and a free flow right turn lane.	X	
The northbound direction should provide dual left-turn lanes and a right turn lane.	X	
A left-turn lane in the westbound direction should be added to provide dual left-turn lanes into the site.	X	
104th Avenue		
This road should be widened to provide two northbound through lanes in the area bounded by the development's southern access drive on the south and 52nd Street to the north.	X	
A center left-turn lane should also be provided.	X	
52nd Street /104th Avenue		
<u>If roundabout installed:</u>		
The eastbound, westbound, and northbound directions should provide two entry lanes into the roundabout.	X	
The southbound direction should provide one entry lane into the roundabout.	X	
If intersection remains signalized:		

Improvements	2007	2017
A left-turn lane, combination left-turn/through lane and a free-flow right-turn lane should be provided in the northbound direction.	X	
A left-turn lane and combination through/right-turn lane should be provided in the southbound direction.	X	
In the westbound direction, an additional left-turn lane should be provided to create dual left-turn lanes.	X	
104th Avenue/Northern Access Drive		
A northbound left-turn lane should be provided.	X	
104thAvenue/Central Access Drive		
A northbound left-turn lane and a southbound right-turn lane should be provided.	X	
Provide one inbound lane and two outbound lanes, a left-turn land and a right-turn lane.	X	
104th Avenue/Southern Access Drive		
This intersection should be signalized.	X	
Provide dual left-turn lanes and a right-turn lane.	X	
A northbound left-turn lane and a southbound right-turn lane should be provided.	X	
104th Avenue/60th Street		
This intersection should be signalized.	X	
The eastbound direction should provide a left-turn lane and a combination through/right-turn lane.	X	
The westbound direction should provide a left-turn lane, a through lane, and a right-turn lane.	X	
Both the northbound and southbound directions should provide a left-turn lane and a combination through/right-turn lane.	X	
52nd Street/120th Avenue		
The eastbound direction should provide a left-turn lane, two through lanes and a combination through-right-turn lane.		X
The westbound direction should provide a left-turn lane, two through lanes and a right-turn lane.		X
The frontage road should provide a left-turn lane and a combination through/right-turn lane in both the northbound and southbound directions.		X
The movements from the eastern frontage road should operate under stop control.		X
52nd Street/I-94 Northbound Ramp		
This intersection should be signalized.		X
The eastbound direction should provide a left-turn lane and two through lanes along 52nd Street.		X
The westbound direction should provide two through lanes and a right-turn lane.		X
A combination left-turn/through lane and a free-flow right-turn lane should be provided at the I-94 northbound ramp		X
52nd Street/I-94 Southbound Ramp		
<u>If roundabout installed:</u>		
The eastbound, westbound, and southbound directions should provide two entry lanes into the roundabout.		X
The northbound direction should provide one entry lane into the roundabout.		X
If intersection signalized:		

Improvements	2007	2017
Two through lanes and a right-turn lane should be provided in the eastbound direction (along 52nd Street).		X
A left-turn lane and two through lanes should be provided in the westbound direction (along 52nd Street).		X
A left-turn lane and combination left-turn/through/right-turn lane should be provided at the I-94 southbound ramp.		X

NOTE: NB=northbound,
SB=southbound,
EB=eastbound,
WB=westbound
SOURCE: Land Strategies, 2005; AES 2005

Land Resources

Effects to land resources would consist of grading and the introduction of fill material to extend the existing shoulders and roadbed to provide for the turn lanes and other additional facilities. Intersection widenings would occur at 52nd Street, which involves the most expansion. However, changes to the existing site topography would be minimal due to the limited extent of the improvements in comparison to the existing facilities and the relatively flat topography.

Water Resources

The development of roadway improvements could affect water resources due to grading and construction activities and an increase in impervious surfaces in close proximity to existing natural drainage channels. The effects to runoff volumes resulting from the increase of impervious surfaces are expected to be minimal due to the limited extent of the improvements in comparison to the existing facilities. Some existing curb and gutters and drainage inlets would be relocated along portions of the roadways to provide space for the improvements. Curb and gutters, inlets, and other drainage facilities would be reconstructed to provide adequate facilities to direct stormwater runoff. Mitigation measures listed in Section 5 would reduce impacts to insignificant levels.

Biological Resources

Disturbance areas associated with the proposed road improvements are located along existing roadsides that are subject to substantial human activity and do not contain sensitive habitat features. However, some components of the various improvements may involve limited removal of existing vegetation and modification of intermittent drainage channels (e.g. replacement of existing culverts). Removal of sensitive native vegetation, vegetation with a potential to provide habitat for special-status species or support nesting migratory birds, and modification of intermittent drainages are considered potentially significant impacts. Potentially significant adverse impacts to sensitive biological resources associated with various components of proposed

road improvements would be reduced to a less than significant level with implementation of the measures specified in **Section 5.0**.

Cultural Resources

Construction of the intersection improvements could potentially result in significant effects to cultural resources. Previously identified or unknown sites may be disturbed by construction activities. Mitigation has been included within **Section 5.0** to reduce the significance of the potential cultural resource effects.

Socioeconomic Conditions

Construction of the intersection improvements would result in short-term disturbances to traffic flows through the intersection. While some delays can be expected, the intersections would remain open during construction. However, access to surrounding businesses and residences would be maintained throughout the construction process. Therefore, socioeconomic effects are considered to be less than significant.

Resource Use Patterns

The construction of improvements would not conflict with or remove access to existing land uses. Additionally, landowners would be compensated for the loss of land where additional right-of-way is needed. Effects to resource use patterns would be less than significant.

Public Services

Construction of the intersection improvements may entail the relocation of utilities located within the existing right-of-ways. These utilities include overhead electricity and underground water lines. Relocation of lines could result in a temporary break in service to some homes and businesses in the area. However, because these effects are common when upgrading and maintaining utility services, and because potential service breaks would be temporary, these effects are considered to be less than significant. No effects to fire or emergency medical services are expected as access through the intersections and to adjacent homes and businesses would be maintained during construction of the improvements.

Other Values

Construction of the proposed improvements could result in noise, hazardous materials releases, and visual effects. Construction activities would result in short-term increases in noise. However, because construction activities would be temporary in nature and would occur during normal daytime hours, a less than significant effect would occur.

The accidental release of hazardous materials used during grading and construction activities could pose a hazard to construction employees and the environment. Equipment used during

grading and construction activities could ignite dry grasses and weeds on the project sites. These effects are considered to be potentially significant. Mitigation has been included within **Section 5.0** to reduce the significance of the potential hazardous materials effects.

Visual effects would occur as the result of the expansion of the existing roadway facilities. The improvements would not result in the removal or alteration of significant areas of vegetation, topographic features, or other key visual characteristics. Therefore, a less than significant visual effect would occur.

ALTERNATIVE B – REDUCED INTENSITY ALTERNATIVE

As discussed in Section 4.8, Alternative B would not trigger the need for significant off-site road improvements. Therefore, there would be no significant indirect effects from such improvements.

ALTERNATIVE C – KESHENA SITE ALTERNATIVE

As discussed in Section 4.8, Alternative C would not trigger the need for significant off-site road improvements. Therefore, there would be no significant indirect effects from such improvements.

ALTERNATIVE D – HOTEL-CONFERENCE CENTER AND RECREATIONAL DEVELOPMENT

Alternative D would likely lead to the need for some or all of the off-site traffic improvements listed in **Table 4.14-1**. The potential effects of these improvements are described below.

Land Resources

Effects to land resources would consist of grading and the introduction of fill material to extend the existing shoulders and roadbed to provide for the turn lanes and other additional facilities. Intersection widening would occur at 52nd Street, which involves the most expansion. However, changes to the existing site topography would be minimal due to the limited extent of the improvements in comparison to the existing facilities and the relatively flat topography.

Water Resources

The development of roadway improvements could affect water resources due to grading and construction activities and an increase in impervious surfaces in close proximity to existing natural drainage channels. The effects to runoff volumes resulting from the increase of impervious surfaces are expected to be minimal due to the limited extent of the improvements in comparison to the existing facilities. Some existing curb and gutters and drainage inlets would be relocated along portions of the roadways to provide space for the improvements. Curb and gutters, inlets, and other drainage facilities would be reconstructed to provide adequate facilities

to direct stormwater runoff. Mitigation measures listed in Section 5 would reduce impacts to insignificant levels.

Biological Resources

Disturbance areas associated with the proposed road improvements are located along existing roadsides that are subject to substantial human activity and do not contain sensitive habitat features. However, some components of the various improvements may involve limited removal of existing vegetation and modification of intermittent drainage channels (e.g. replacement of existing culverts). Removal of sensitive native vegetation, vegetation with a potential to provide habitat for special-status species or support nesting migratory birds, and modification of intermittent drainages are considered potentially significant impacts. Potentially significant adverse impacts to sensitive biological resources associated with various components of proposed road improvements would be reduced to a less than significant level with implementation of the measures specified in **Section 5.0**.

Cultural Resources

Construction of the intersection improvements could potentially result in significant effects to cultural resources. Previously identified or unknown sites may be disturbed by construction activities. Mitigation has been included within **Section 5.0** to reduce the significance of the potential cultural resource effects.

Socioeconomic Conditions

Construction of the intersection improvements would result in short-term disturbances to traffic flows through the intersection. While some delays can be expected, the intersections would remain open during construction. However, access to surrounding businesses and residences would be maintained throughout the construction process. Therefore, socioeconomic effects are considered to be less than significant.

Resource Use Patterns

The construction of improvements would not conflict with or remove access to existing land uses. Additionally, landowners would be compensated for the loss of land where additional right-of-way is needed. Effects to resource use patterns would be less than significant.

Public Services

Construction of the intersection improvements may entail the relocation of utilities located within the existing right-of-ways. These utilities include overhead electricity and underground water lines. Relocation of lines could result in a temporary break in service to some homes and businesses in the area. However, because these effects are common when upgrading and

maintaining utility services, and because potential service breaks would be temporary, these effects are considered to be less than significant. No effects to fire or emergency medical services are expected as access through the intersections and to adjacent homes and businesses would be maintained during construction of the improvements.

Other Values

Construction of the proposed improvements could result in noise, hazardous materials releases, and visual effects. Construction activities would result in short-term increases in noise. However, because construction activities would be temporary in nature and would occur during normal daytime hours, a less than significant effect would occur.

The accidental release of hazardous materials used during grading and construction activities could pose a hazard to construction employees and the environment. Equipment used during grading and construction activities could ignite dry grasses and weeds on the project sites. These effects are considered to be potentially significant. Mitigation has been included within **Section 5.0** to reduce the significance of the potential hazardous materials effects.

Visual effects would occur as the result of the expansion of the existing roadway facilities. The improvements would not result in the removal or alteration of significant areas of vegetation, topographic features, or other key visual characteristics. Therefore, a less than significant visual effect would occur.

ALTERNATIVE E – NO ACTION

Under the No Action Alternative, road improvements would occur under the authority of local and/or state jurisdictions, and outside the scope of the proposed action. Therefore, no impacts associated with the proposed action would occur.